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ABSTRACT

Award restructure poses questions about appropriate response to the retraining and education needs of workers in Australia who have literacy difficulties. The following actions should be taken: (1) the government should fund a research project that will evaluate workplace efficiency outcomes for employers who have participated in the Workplace Basic Education Project (WBEP) of the Council of Adult Education (CAE); (2) the government's development of a national languages policy should clarify the different as well as overlapping training needs for industry; (3) employers and unions should be encouraged to identify the literacy, English language, and basic education skills for each broad-banded classification or production-related skill; (4) Technical and Further Education (TAFE) should be required to develop award classifications for courses in the areas of literacy and numeracy, English skills, and basic education; (5) the use of literacy and numeracy assessment of workers should remain on a confidential and voluntary basis until the issues related to job selection, job security, and work satisfaction in the use of literacy assessment are resolved between employers and unions; and (6) the government should fund CAE to develop train the trainers curriculum and training programs for tutors in workplace literacy and basic education programs. (Nineteen references and three appendices are included.) (CML)

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SOME IMPLICATIONS OF AWARD RESTRUCTURE PROPOSALS FOR ADULT LITERACY AND BASIC EDUCATION PROVISION

COMMISSIONED BY

THE INTERNATIONAL YEAR OF LITERACY SECRETARIAT
DEPARTMENT OF EMPLOYMENT EDUCATION AND TRAINING

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English Class
C/O Government Stores
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25-3-88

Chairperson Industrial Democracy Committee

I wish to say how happy I am at this moment to be able to write this letter to you. To put on paper what my mind is thinking. I have never been able to do that because English was my bad subject for me when I was at school.

I left school at the age of fourteen to work in a factory formerly H V McKay in Sunshine, now called Massey Ferguson Australia PTY. As a factory worker throughout my life I have not had the opportunity to go to any English classes at all, that is why when I heard of this course I jumped at it and I am so glad I did.

A report on how our class is progressing..

It is great to say that in six weeks of this course the people in this class have learned a lot. Such as spelling words and knowing their vocabulary, and starting to put it together. The teacher is very helpful in her teaching methods. It is great to be in her class.

I have been asked to write to you on behalf of our class. There are a few points which were discussed on Friday in our class.

1 We feel pleased with the small class of six people so that the teacher has plenty of time to spend with everyone.

2 We are comfortable because we know each other.

3 We would have liked more information about the course before it started. Some people were told just before the classes started. When we arrived we were pleased to find out that we had three hours each week for thirty weeks.

4 We thought it was a long time between classes. One suggestion would be to hold the class for two days a week, say Monday plus Friday. So cutting the course down to fifteen weeks instead of thirty weeks.

Again I thank you very much for the opportunity to improve my English and to write a good letter.

Letter from a 54 year old student in a Workplace Basic Education Project class held at an industrial storage site in one of Melbourne's western suburbs.

1 INTRODUCTION

Award restructure poses questions about appropriate responses to the retraining and education needs of workers who have literacy difficulties. Many such workers may be unable to participate effectively in the training programs which are an integral part of restructure. The provision of adult literacy programs specifically for workers is a relatively new development in Australia and award restructure has significant implications for the extent and nature of these programs. The first Australian workplace basic education program was established in Victoria five years ago by the Council of Adult Education (CAE). The program now has experience in over forty workplaces and four other Australian states have recently drawn on that experience to initiate similar programs.

This study is concerned with the opportunities and implications for the development of literacy and basic education programs arising from the changes award restructuring will bring about. In particular, this report relates the opportunities and implications for developing literacy and basic education programs to two industries where the planning for award restructuring is relatively advanced - the metal industry and the textile, clothing and footwear (TCF) industry. Also, the study draws on the experience of the CAE's Workplace Basic Education Project (WBEP). The WBEP has been able to establish classes in a number of metals enterprises. However only one clothing enterprise has negotiated basic education classes for its workers. Significantly, women comprise 90% of employees in the clothing trade, often in relatively small workplaces or as outworkers. By contrast the metals industries have a higher proportion of male workers and a higher proportion of enterprises which employ a large workforce. WBEP courses are more commonly held in public and private workplaces which have 500 or more employees.

The experience of the WBEP has taught CAE staff the importance of learning about work culture, and that educators have to be part of work organisation if workplace programs are to be successful. In that spirit, this report uses the eleven point policy framework developed by the Joint (Union - Employer) Textiles, Clothing and Footwear Restructuring Working Party for its submission to the Conciliation and Arbitration Commission. (Appendix A) The eleven objectives in the TCF Working Party's submission provide a framework to consider evidence about known literacy needs; existing on and off-the-job literacy provision for workers; the probable effect of award restructure on demand for these programs; union and employer perceptions about the importance of literacy to personal and enterprise productivity; and government policy about literacy and basic education for workers.

2 Implementing structural efficiency through award restructuring - the place of literacy and basic education

The first objective of the TCF Working Party is the implementation of the Structural Efficiency Principle of the National Wage Case Guidelines of 12 August, 1988. This principle asserts that increases in wages and salaries, and improvements in conditions, can only be justified if unions '*co-operate positively in a fundamental review*' of all awards in order to '*improve the efficiency of industry, and provide workers with access to more varied, fulfilling and better paid jobs.*'

The restructuring of the Metal Industry award also aims to meet this objective and thereby improve the international competitiveness ot the Australian Metal and Engineering Industry.

If the provision of literacy and basic education is to have a place in making industry more competitive through award restructuring, it will be because all parties accept the view that education and training are integral to implementation of the Structural Efficiency Principle . At present, employers and unions in the two industries discussed here, and the Commonwealth Government, have expressed strong support for the integral role of education and training in award restructuring.

However, the commitment of unions in the two industries to the place of literacy and basic education provision within industry training and education programs seems stronger than the commitment of either employers or the Commonwealth Government.

2.1 Union views on the place of literacy and basic education

Unions have asserted that literacy and basic education is part of workers' general entitlement to training opportunities through award restructuring. However, they tend to group it with the provision of English for non-English speaking background (NESB) workers. For example:

- The ACTU executive declared that all award restructuring negotiations are to include '*recognition of the significance of English language training specifically, and literacy and numeracy training, generally.*' (1)

- **Similar provisions in the Metals and TCF award negotiating documents state that:**

  i *the company will grant all employees who are unable to communicate in the English language or do not have adequate mathematical skills, time off without loss of pay during normal working hours to attend courses conducted by TAFE, or any other recognised statutory authority.*

  ii *the selection of employees and the type, duration and extent of such courses shall be developed after a professional assessment of their ability to participate in the training system. (2)*

The grouping together of literacy and basic education with English language provision by the unions may prove counter productive to the implementation of award restructuring. This is discussed in more detail in Section 4. The education and training needs of a Vietnamese teacher working as a machinist because her qualifications are not recognised, an Australian born welder with poor literacy skills, and an Italian woman process worker with grade four level education from Italy are likely to be vastly different.

2.2 The Commonwealth Government's views on the place of literacy and basic education.

The Commonwealth Government has announced that detailed training strategies in response to award restructure must recognise and address the need to improve training opportunities for disadvantaged groups, particularly women and older immigrant workers, who are the bulk of workers employed in low-skill occupations in manufacturing industry. '*The Government will assist in this process through its established programs of support for English language training, both for people of non-English speaking background and for native speakers of English through its adult literacy programs.*' (3) It should be noted that the neat separation of program provision for NESB and ESB students presupposed by this statement, is not born out by the numbers of NESB adults who enrol in literacy programs funded by the Commonwealth. It should also be noted that the majority of adult literacy and basic education tuition is funded by States and Territories.

2.3 Employer views on the place of literacy and basic education

In his study of employer and union perceptions of literacy in the workplace, *Literacy for Productivity*, Peter Long found that most employers want 'society' to provide them with a literate workforce and some perceive that up to 13% of their employees will be at risk in the future, if not now, because their literacy skills are inadequate for job retention and promotion. (4) However, Ray Costello of the Business Council of Australia, commented in an address to the Australian Council for Adult Literacy's Symposium, (May 12, 1989), '*The idea that some people in the workforce might not have the foundation upon which to even begin the task of increasing mental, manual, personal and attitudinal skills has not as yet penetrated (BCA membership).*'

This employer attitude has often been encountered by WBEP staff. It is evident that many employers make no clear connection between increased efficiency in the workplace and the workforce's level of literacy and basic education. However, the emphasis in the WBEP on tripartite planning meetings for all planning and provision of literacy and basic education programs has meant that many employers now understand the interrelatedness of the needs of the workplace and students' needs, and the implementation of programs which meet both needs.

2.4 Recommendations

The following recommendations for the provision of literacy and basic education seek to assist the implementation of the structural efficiency principle of award restructuring.

i That the Commonwealth Government fund a research project which will evaluate workplace efficiency outcomes for employers who have participated in the provision of CAE's WBEP.

ii That the Commonwealth Government's development of a national languages policy clarify the different as well as overlapping training needs for industry which may be met by both literacy and basic education programs, and English programs for NESB workers.

iii That the Commonwealth Government ensure availability of adequate funding for increased provision of workplace literacy and basic education programs for industries participating in award restructuring.

3 Access to better jobs through the creation of skill-related career paths - the place of literacy and basic education

A key element in the second objective of the TCF Working Party concerns improved access to more varied, fulfilling and better paid jobs through the creation of skill-related career paths. Similarly, the restructuring of the metals award aims to provide '*readily identifiable career paths.*'

There are two strategies for achieving this objective in both industries:

i broad-banding of skills

ii development of an education/training system that complements new awards at all skill levels.

3.1 Broadbanding skills - the neglect of literacy/language skills

Creation of new 'broadbanded' classifications and career paths is a major challenge of award restructure. Under the Clothing Award the great majority of women workers are currently classified as Machinist. This classification includes women with a few months of experience who carry out a single repetitive task under supervision, and women with twenty-five of more years of experience who perform a range of complex tasks, train other workers, use different machinery without supervision, and who have responsibility for the quality of their own work. In all likelihood, machinists along the whole spectrum of skills and experience between these two extremes were trained very well on-the-job- by 'sitting next to Nellie.' But irrespective of differences in levels of skill and responsibility they are all paid less than a metals tradesperson and their wage is little more than half the average wage rate for Australian workers. The metals industry has had 330 different job classifications. Both the clothing and metals industries will emerge from restructuring with wage parity and 8 to 10 classifications. (See Appendices B and C).

However, a striking feature of proposed broadbanded classifications in the two industries is their central focus on production skills or technical skills. The

classifications do not specify language or communication skills that are necessary to each technical skill level, so the focus on literacy and language training remains secondary to technical training. The effect of this is shown in a NSW TAFE discussion paper on the proposed restructuring of the metal industry award, which suggests that because there is no current ACTA award for grades 1 - 3 production workers, TAFE should not be involved in training for this level. It is suggested that this pre-traineeship level training '*take place only on-the-job*.' (5) Thus, at the point where barriers to access to better jobs may be greatest, failure to make explicit the importance of language skills in developing these first steps on a career path could mean that necessary literacy or language training remains marginalised, and barriers to access are not adequately addressed.

3.2 Developing a complementary education/training system at ALL skill levels

The ACTU believes that the proposed Metal Industry Award skill levels will remove "*artificial barriers to training (and) all workers, if they choose, will be able to participate to the full extent in skills formation and progressive payment for those skills.*" (6) However the ACTU also recognises that removal of artificial industrial disincentives will not of itself create choice of career paths for workers with low levels of literacy and numeracy, Therefore the ACTU has recommended that award agreements build in special basic education provision.

Ensuring such provision is likely to be a daunting task, particularly in industries which employ large numbers of unskilled workers of non English speaking backgrounds, such as the clothing industry. A recent attempt to quantify the size of the problem suggested that one worker in seven cannot read a simple sentence in English, and estimated this costs the economy $3.2 billion a year in additional time taken to communicate instructions. The cost is considered conservative by many because it doesn't allow for product wastage. Others refuse to believe the estimate but it equates with a 1988 Canadian business task force finding of $4 billion in lost productivity attributed to low English language standards amongst workers. (7)
The "damaging misconception" that enterprises have little to gain from the literacy and basic education of these workers "*is still prevalent in many quarters of Australian industry.*" (8) 70% of the existing workforce will still be employed in the year 2000. There must be strategies to ensure that the percentage of Australia's workforce which 'can't read a simple sentence in English' becomes a stronger contributor to high standards of production.

While unions have proposed award provisions for literacy, basic education, and English skills training, the daunting scope of of the problem, the ambivalence of many employers, and the separation of such training programs from mainstream TAFE provision (at least in Victoria where the TCF industries are concentrated), all contribute to the danger that a second class training system will emerge for lower skilled workers.

3.3 Recommendations

The following recommendations seek to ensure that access to better jobs through the creation of skill-related career paths is grounded in the adequate provision of literacy and basic education at all skill levels.

i That employers and unions be encouraged to identify the literacy, English language and basic education skills for each broad-banded classification of production related skills.

ii That TAFE be required to develop ACTA award classifications for courses in the areas of literacy and numeracy, English skills, and basic education, and if necessary, these classifications be developed on an industry basis.

4 Identifying the entry requirements for each occupational skill level - what to look for with literacy and basic education skill levels.

Objective three of the TCF Working Party aims to '*replace the existing multiplicity of occupational classifications in the TCF awards with a reduced set of appropriately and clearly titled and defined skill levels which are, as far as practicable, consistent across the three awards, and to identify the entry requirements for each skill level.*'

The proposed Metal Industry Award suggests that entry requirements for each level should generally be competency-based, involving an assessment to determine whether a worker can perform a given task. The proposed metals award also suggests that entry requirements to skill levels should allow for workgroup progression, as the promotion of group/team skills is encouraged.

There are at least four problems in specifying the necessary literacy, basic education and English language skills that may make up part of the entry requirements for an occupational skill level. These are:

i the distribution of literacy and basic education skills in the workforce is relatively unknown,

ii the problems for workers learning English as a second language are likely to be different from the literacy problems facing Australian born workers,

iii the language requirements for an occupational classification may be influenced by the work organisation of an enterprise, and

iv the use of language testing may become discriminatory.

4.1 The distribution of literacy problems in the workforce.

Of the 119 employer respondents to Long's survey of adult literacy in the workplace 48.7% were aware that a proportion of their workforce have literacy problems and 95.6% placed a heavy emphasis on the importance of literacy in the workplace. A majority of employers regard literacy skills as necessary for all of their workers and as the foundation upon which skill development is built, but a third of them had room for people with inadequate literacy skills.

Also, a preliminary adult literacy and basic education needs analysis was conducted by Footscray College of TAFE (9), in an automotive service enterprise with 25 employees. The study reported that all workers, including stores personnel and motor mechanics, required literacy skills to carry out their tasks. However, management was aware that a proportion had difficulty filling out job cards and in reading complex manuals. The enterprise uses application forms and educational levels to assess literacy levels prior to appointment and now requires apprentices to have passes in Year 11 Maths and English before they are taken on. Some experienced workers have been tried as leading hands with a view to promoting them to supervisors but those without adequate written or oral skills had to be demoted. Management believes that the more 'high tech' cars become, the more their workers have to consult complex manuals, and has told individual workers to 'take action.' The enterprise says it is too small to offer them direct assistance through on-the-job provision.

Thus, these two studies confirm that there is growing evidence of the size of the literacy problems in the workforce, and that it occurs across a range of occupations, including service, production and trade classifications. CAE's WBEP tutors have also included supervisors in some courses. However what these, and other studies do not show, is the proportion of workers in various classifications where literacy problems exist.

4.2 English as a second language and literacy

The TCF and metals industries have high concentrations of NESB workers, especially at production worker levels. These workers are likely to have low educational attainment on arrival in Australia, as is indicated by the Australian Bureau of Statistics (ABS). In 1987, of migrants who arrived after 1960 aged 18 years and over, 72.7 per cent of Vietnamese, 83.8 per cent of Greeks, 75.9 per cent of Italians, and 68.8 per cent of Yugoslavs had no post-school qualification. (10) More precise information on NESB people's educational attainment was supplied by the 1981 census, where, for example, it was reported that 40 per cent of Greek-born males and 55 per cent of Greek-born females in Australia had left school in Greece by the age of 12. (11) This suggests that many NESB workers have poor literacy skills in their own language, and therefore may not have developed the foundations of language learning in their own language which might be necessary for participating in English literacy programs.

The specific language needs of migrant workers raise two issues about literacy and basic education programs - the roles of Adult Migrant Education Programs (AMEP) and literacy programs, and the need for ethno-specific training.

4.2.1 AMEP and literacy programs

The AMEP has recently decided to give priority to recent arrrivals with its English language programs, and only 4 per cent of its budget will be allocated to English in the Workplace (EWP). This means NESB workers who have arrived in Australia over the past 35-40 years have little chance of learning English at work through the main provider of such programs. In turn, this will put pressure on existing literacy programs to include NESB people, whose learning needs may be substantially different from the Australian born workers for whom these programs are essentially designed.

Also, the AMES requires a minimum number of migrant workers at a certain level of English competency before a workplace based class will be organised. This has particular importance for the TCF industries, as this current policy means many smaller workplaces, not to mention outworkers, miss out.

4.2.2 Ethno-specific literacy and basic education programs

Recently, the Australian Greek Welfare Society (AGWS) was funded to run a literacy program in Greek, while the Victorian Adult Literacy and Basic Education Council (VALBEC) has set up a bilingual literacy group to examine issues related to language assessment for a multicultural population. These initiatives are supported by Crusca's study of the educational needs of migrant women. She found that those who did not have a good command of English preferred a class made up of members from their own ethnic community with a bilingual teacher from their own ethnic community (12). Similarly, Fotiadis' study of Greek retrenched workers concluded that it is not enough to expand existing training programs to include Greek workers. Specific training packages in community languages, using bilingual material was called for, especially for those with poor literacy skills. (13)

4.3 Ethno-specific literacy and basic education programs

A recent report on personnel practices for a multicultural workforce by the National Labour Consultative Council recommended that work groups comprising members of the same ethnic community be used as a means for improving communication and problem-solving capacities within work areas. (14) This report recognised that insistence on English as the only form of official communication in a workplace was inefficient, as it contributed to increased anxiety and misunderstanding by migrant workers, restricted their ability to contribute their experience to workplace issues, and maintained their exclusion from all English language information and training opportunities.

The proposal in the metals award for promoting group/team skills could be extended to include work groups based on a shared ethnic language with initially at least, one member trained to be a bilingual member of the team.

4.4 Language testing - a double edged sword

In the Long survey, all employers said they screened job applicants for literacy through an application form, evidence of the applicant's education level, past work experience, or through an interview.

Union respondents to the Long survey were divided in their stance on the use of literacy testing in job selection processes. The 50.1% who supported testing did so on the grounds that literacy and numeracy are important for health and safety reasons. (15) However, the assumption that training in a wide range of industrial skills (including health and safety) depends on written and spoken English language skills has to be challenged since it is clearly not the case.

WBEP maintains that confidentiality is a key issue in assessing workers literacy and numeracy skills. Four reasons have been found to be important in the CAE program:

i workers are embarassed about not being able to read and write, and may not volunteer for assessment if their individual results would expose them to ridicule,

ii workers feel more vulnerable as employees when their employer knows they can't read or write,

iii when learning, people need to be able to take risks and make mistakes. They cannot do this if they are always being reported on,

iv the length of time needed to achieve improved levels of literacy and numeracy, may vary from one worker to another depending on a range of factors. Confidential assessment ensures that workers' performance in literacy and numeracy programs does not become subject to competitive pressures that undermine the learning environment.

Thus, while assessment of literacy skills may have a place in determining entry requirements for occupational skill levels, the use of literacy testing may be discriminatory if used in job selection procedures, may undermine workers' job security and work satisfaction, and may be counterproductive educationally.

4.5 Recommendations

The following recommendations are designed to enhance the value of literacy and basic education skills assessment for the task of identifying the entry requirements for occupational skill levels in award restructuring.

i That the CAE's WBEP commence collecting and reporting aggregate data on the concentration of students at different occupational levels, to assist in documenting the distribution of literacy problems. This data should be reported on an industry basis, and provided to joint employer-union bodies responsible for award restructuring.

Government funding to develop this model data base may be required.

ii That the Commonwealth Government pilot an action-research bi-lingual literacy and basic education project in the TCF industries, to clarify the efficiency and effectiveness of such bi-lingual education in providing access to better jobs in a heavily segmented labour force.

iii That any development of a national languages policy for industry reaffirm the value of homogeneous work groups based on a shared ethnic community language.

iv That until issues related to job selection, job security and work satisfaction in the use of literacy assessment are resolved between employers and unions, the use of literacy and numeracy assessment of workers remain on a confidential and voluntary basis.

5 Industry training needs, and training provision

The fourth objective of the TCF Working Party is to '*examine the skill/training needs of the industry, both at enterprise and industry level, and then to establish appropriate training plans and identify the training system, training syllabus and curriculum, and on and off the job training provisions consistent with the restructured TCF awards.*' The proposal for the new metals award is even more specific in the area of education, training and skill formation, with proposals for a National Industry Training and Recognition body, as well as proposals for training providers, the education system, entry level training, existing workforce training, training principles, advanced skills training, competency testing, firm-specific training, and training the trainers.

Industry Skills in Australia asserts that mechanisms for setting standards, measurement of individual competence in relation to those standards, certification, training plans, training systems, and accreditation of courses and providers must accord with each occupational classification, and must be accepted at an industry level to maximise the transferability of skills. It goes on to warn that '*In some cases existing arrangements for the specification of competencies, standards, accreditation and certification are likely to be inadequate ...*' (16)

Australian adult literacy and basic education, with a history of poorly resourced development spanning only the last two decades, and no national co-ordinating infrastructure, has been identified as a case where existing arrangements are likely to be inadequate.

In the light of calls for skills audits to identify training needs at an enterprise level, there is growing concern because the adult literacy and basic education sector has no nationally accepted mechanism to measure individual competence in relation to agreed standards.

5.1 The limits of ASLPR as a national model for assessing literacy training needs

The model most frequently held up as an example to follow is the Australian Second Language Proficiency Rating (ASLPR) developed by the Adult Migrant Education Program (AMEP) in 1979. It sets nine levels of proficiency measured along a continuum from 1 (unable to function in the language) to 5 (native-like proficiency). Extra levels were built in at the lower end of the scale to provide greater definition at stages where teaching and learning are more specific. The ASLPR measures an individual's language proficiency in terms of "his (sic) ability to carry out every-day language specific tasks in real-life, non-specialist situations". (17) Reading, writing, speaking and listening proficiencies are measured in a half hour interview by staff who are trained to administer the test in a sensitive and supportive way.

Advocates of ASLPR admit that it isn't perfect but point to the nationally based data it provides to assist with resource allocation and policy development. However, ASLPR's primary value is seen to lie in its original purpose which is the placement of students in classes appropriate to their level. ASLPR does not measure how much is learnt from a particular course.

Critics of ASLPR point to evidence of cultural bias in reading tasks set by interviewers, failure to allow for first language skills of Chinese and Arabic scripts used by many migrants since 1979, and to the impossibility of adequately measuring the range of competencies described in half an hour. Another concern is the absence of a mechanism in association with ASLPR to assess the literacy and language skills of NESB workers in their first language. Yet another problem is the possibility that ASLPR can be used as a mechanism to screen out prospective employees who have low levels of English language proficiency. The workplace 'arm' of AMEP, English in the Workplace (EWP) has refused requests from employers to provide ASLPR expertise for recruitment purposes on a consultancy basis. EWP policy is to provide language assessment for employees only.

Perhaps the most serious educational objection to hierarchical models of assessment, such as ASLPR, is their potential to reinforce workplace cultures which rely on non-participative decision making and close supervision of conscripted workers. The adult literacy and basic education sector, recognising the power of assessment models to shape subsequent learning processes and attitudes, has generally advocated and used less rigid and detailed methods of assessment which involve as much self-assessment as posssible and are closely related to the specific learning goals of the individual. The adult literacy and basic education sector has to work with people who have been 'failed' by hierarchical tests. Hierarchical testing used in skills audits may inhibit participative learning and therefore, in the workplace,may also inhibit capacity to participate in redesign of work patterns.

5.2 A proposal for ensuring national standards

Assessment procedures should also take account of the adult learner's "*need to be given as much choice and control as possible over the time, place, style and rate of learning.*" (18) WBEP experience has demonstrated that most adult literacy and basic education students are reluctant to identify themselves in the workplace unless guaranteed complete confidentiality about initial assessment and progress made. NESB students in EWP courses are generally less embarrassed and more easily identified in workplace setting. WBEP skills audits are negotiated on the basis that participation is voluntary and open to all workers. Access to courses is negotiated on a tri-partite basis which uses generalised information from skills audits. Classes often contain workers along a range of skill levels which is an additional safeguard for the privacy of individuals.

On balance it is clear that progress towards a nationally agreed mechanism to measure literacy and numeracy skills should proceed cautiously, and clearly establish the purpose, usefulness, flexibility, relevance, and accuracy of measuring devices as they are developed.

A more effective way of ensuring educational standards, especially in the short to medium term, lies in the accreditation of workplace literacy and basic education providers who would be empowered to accredit teachers. Teachers are the crucial link in the process of ensuring that standards of syllabus, curriculum, and methodology are maintained.

WBEP has identified a number of criteria which are used to accredit their teaching staff. These include a knowledge and experience of adult education principles and practice; the capacity to understand and be part of specific enterprise and general industry culture; the capacity to communicate as educators with employers; the capacity to work with unions to protect and extend employee terms and conditions; an understanding of the relevance and significance of their students' working lives; the ability to include the immediate concerns and long term learning needs and translate them into an effective curriculum; the ability to participate in tri -partite meetings which plan and evaluate courses; and an ability to provide written evaluation of course outcomes in consultation with students. The development of these skills requires initial training and on-going professional development, and an appropriate infrastructure is necessary to support them.

Government, unions, and employers alike have urged national consistency in education and training programs designed to assist with restructuring. The Commonwealth Government identifies its role as the provision of '*necessary national leadership*' to meet the need for '*new co-ordination machinery to promote a flexible but nationally consistent approach to training across occupations, industries, industrial awards, States and Territories.*' (19)

A formal structure to support national agreement, recognition and co-operative action in concert with State/Territory Governments and union and employer bodies is needed for literacy and basic education as for every other area of the education and training effort. This will allow for flexibility at State, Territory and regional levels, and for the incorporation and development of existing on and off the job program provision. However it has not been possible for this report to canvas thinking about how this national body could be structured nor where it may be best located.

5.3 Other issues in curriculum and program provision for disadvantaged workers

Relevant off the job literacy and basic education currently includes the 16 week fulltime Certificate of Basic Education (CABE) developed by TAFE in NSW. CABE has no academic entry requirements but students are assessed at entry by an Officer from the Division of Basic Education and have access to mainstream TAFE or other training on completion of the course. English and Mathematics are compulsory and credits have to be obtained in a total of six subjects. A similar certificate is to be trialled in Victoria. Many TAFE Colleges and Community Based Providers of further education have one-to-one and small group provision used by workers wanting to upgrade their literacy and numeracy skills.

With reference to the clothing trade, it should be noted that Community Based Providers, which are particularly strong and locally accessible in Victoria, may have a special contribution to make. 56% of Australia's TCF employment is in Victoria and 73% of the Victorian workforce is in Melbourne. 41% are migrant women, many of whom are employed in small businesses using contract labour or outworkers.

A 1987 study by the Melbourne Migrant Resource Centre of the educational needs of 59 migrant women included 18 women from the clothing industry. Those who had a more traditional view on the role of women, those who had some primary or secondary schooling, and those who had been in Australia more than 21 years preferred to take a course at a local learning centre rather than a TAFE College. This group, with the addition of women who don't have a good command of English, also preferred to take a course with women from their own ethnic group taught by a bi-lingual tutor. Only those in fulltime study preferred a mixed class with an English speaking teacher. (20) If women in industries like the clothing trade are to gain access to English language classes and basic education their preferences must be taken into account or they will remain locked out of education and training provision.

Further, it is a costly and discriminatory mistake to assume that all training needs literacy and basic education or English language proficiency. In the previous section attention was drawn to the fact that many workers without English language and/or literacy skills have acquired considerable competence in the performance of their work or have language competencies in other languages. The following comments taken from clothing industry case studies of Occupational Health and

Safety information for NESB workers indicate that trained bi-lingual supervisors and industry wide bi-lingual Health and Safety Trainers could make a major contribution to both training and productivity , and assist in creating a climate which encourages participation in skills formation generally.

'The supervisor had some problems communicating with a Chinese employee who couldn't understand her instructions. The supervisor could tell the employee wasn't understanding because she kept making the same mistakes. So the supervisor called over another Chinese woman who spoke better English and used her as an interpreter. This worked alright because the first woman did her work without any mistakes.' Greek women said *'we did not make any questions (about occupational health and safety) because of the fear of not being employed'* and they *'could not complain (about the cloth dust) or they might lose their jobs. ... Both the Greek and Vietnamese women expressed interest in receiving OHS material in their own language. ... Both Greek and Vietnamese women said they were interested in learning English at work.'* (21)

Skills audits to establish training needs should be conducted in the preferred language of the worker, and seek out and pay particular attention to the expressed preferences of workers regarding the time, place, and appropriate delivery of training. Skills audits should explore reasons for these preferences and use the information to develop appropriate and effective training plans.

5.4 Recommendations

These recommendations outline steps which need to be taken now to ensure that the provision of literacy and basic educaton is developed within a national framework which enhances the aims of award restructuring.

i That the Commonwealth Government initiate a study to develop a new national standard for language assessment which:
   - a facilitates the assessment of language learning
   - b eliminates cultural bias against recently arrived minorities
   - c may be administered in the language of the student's choice
   - d makes a positive contribution to participatory learning models

ii That for the short to medium term progress of award restructuring, industry bodies adopt the policy of recognising accredited providers for workplace literacy and basic education.

iii That the Commonwealth Government develop a policy based on the criteria in this report (see section 5.2) for accrediting providers of workplace literacy and basic education programs.

iv That the Commonwealth Government fund the CAE to develop train the trainers curriculum and training programs for tutors in workplace literacy and basic education programs.

v That the Commonwealth Government further investigate the structure and location for a national body to support the provision of literacy and basic education through award restructuring.

vi That the Commonwealth Government fund a pilot program using Community Based Providers near TCF industries as locations for literacy and basic education programs for outworkers and those employed in small factories.

vii That industry bodies ensure that skills audits and the assessment of training needs maximise worker participation by being carried out in the worker's preferred language.

6 Transitional arrangements

The TCF Working Party's sixth objective is to establish an agreed procedure for '*transition from the old TCF Awards to the new TCF Awards including the means by which existing TCF employees are properly positioned within the new skills grades.*' However, in relation to the metals industry award, the Metal Trades Federation of Unions (MTFU) pointed out in their Proposal for Establishing a New Metals Award (December 1988), that it is possible to move to the new classification structure immediately and allow a complementary training system to develop in support of the new structure, and agreement has now been reached to do so. The MTFU '*believes that it is unlikely that the perfect training infrastructure to support the new award will be fully in place inside of five years let alone the eighteen months suggested by the MTIA.*' (22)

6.1 How the lack of transitional arrangements may entrench disadvantage.

The training system is not evenly developed for skills training at all levels of the proposed new occupational classifications. In fact, the training systems at the lower skill levels for both award areas are considerably under resourced, fragmented, and often marginalised in State training systems.

It is likely that a proportion of individual instances of unwillingness to undertake training as required and undertake a wider range of responsibilities will be due to workers' inadequate literacy skills, and that the individuals concerned will be reluctant to explain why. This is likely to affect, for example, participation in the revised National Metals Core Curriculum. The Project Team engaged in this revision is developing a series of modules pitched at the tradesperson level and above, which are independent and transferable. Thus it is envisaged that many skilled tradespersons, and some operators, will be asked by an employer to attend a TAFE College to gain new skills from one or more 40 hour modules.

The National Metals Core Curriculum Project Team recognises that inadequate literacy will be a problem for many potential participants but has dropped the idea of including modules to assist with literacy development because States and Territories are perceived to have different philosophies and arrangements for literacy provision. This possibility of associated literacy and numeracy modules may be a casualty of the lack of Commonwealth leadership in this field. States and Territories are to make their own arrangements to support National Metals Core Curriculum students who need more advanced literacy to successfully complete the course.

To facilitate transition for these and other workers who need literacy and numeracy and English language proficiency, the Commonwealth Government should provide national leadership and co-ordination as a matter of urgency if the existing inequalities are not to be further entrenched. Over the next five years, annual targets should be set, and special projects developed, to increase the extent and depth of literacy and basic education training for workers. A planned five year program to expand provision, curriculum development, and the development of assessment procedures which are both acceptable to the educational sector and congruent with other training opportunities, should ensure that the literacy sector is not rushed into assessment mechanisms and curriculum development which are antithetical to established practice. Initiative for planning and deveoping literacy and basic

education which is congruent with other training provision, may have to be taken, in the absence of Commonwealth infrastructure, by State and Territory Governments, unions, industries, and enterprises. This would extend current arrangements but would not address the need for national consistency of approach combined with local flexibility of provision.

6.2 Affirmative action for disadvantaged workers

Union strategies to address the literacy and basic education of workers, need not stop at ensuring paid time off during working hours. '*In the United States, the International Ladies Garment Worker's Union (ILGWU) has set up a Learning Organisers Project in which shop-floor members are trained to promote learning among their co-workers by finding out what educational opportunities are available for them, what their learning goals and needs are, and what kind of financial aid might be available.*' (23) The potential pro-active impact of such a training program amongst Australian workers is very great. Every strategy which will change workers' attitudes, ensure that they have access if they choose, and develop relevant provision, should be explored.

The MTFU has declared that equity issues will be addressed with particular emphasis on training related matters. To develop this process, a conference on Equity, Award Restructuring and Strategies for Organising will be arranged specifically targetted to women members, delegates and officials. There seems to be an urgent need to build stronger relationships between educators concerned with delivering literacy and basic education programs, and union leaders involved in promoting equity around training issues.

6.3 Recommendations

The recommendations for transitional arrangements are designed to ensure that those disadvantaged in the existing system are not further disadvantaged in the new system because of lack of attention to either the more disadvantaged sections of the workforce or to the poorly resourced literacy sector of the training system. As the sector most attuned to the needs of disadvantaged workers, literacy requires detailed planning.

i That the Commonwealth Government develop a five year plan for the provision of literacy and basic education which will support the implementation of award restructuring.

11 That industry bodies responsible for developing award restructuring establish a process of consultation with the basic education and literacy sector to ensure the development of affirmative action initiatives around training provision.

7 Pay rates and scales

Objective six proposes that the TCF Working Party '*negotiate rates of pay for each skill level and an appropriate incremental scale within each skill level.*'

The adult literacy and basic education sector is not in a position to offer comment on this objective other than to note again that the new structure will inextricably link wages with education and training. All workers must have the opportunity to gain access to pay rises. Hasty introduction of inequitable skills audits, or of inappropriate training provision based on misinformation about training needs, cannot be allowed to develop. Consultation between workers, employers and educators is essential for the productivity gains and equitable opportunities envisaged by the Structural Efficiency Principle.

8 Workplace employer-employee consultation

The TCF Working Party's seventh objective is '*to establish ongoing workplace employer-employee consultative mechanisms with a supportive framework..*' Similarly, the metals award '*will be administered through joint consultative committees, which would be established to oversee training and classification issues. It is also envisaged that under the new award, consultative committees will take part in problem solving and decision making.*' (24) The Amalgamated Metal Workers Union provides the following analysis of industrial democracy proposals for their members.

> *'In 1987 the ACTU sent a delegation, including AMWU representative Laurie Carmichael, overseas to find out what was happening in other advanced industrial nations of the world. The delegation produced a report which could change the whole future pattern of work in Australia. It is called Australia Reconstructed.*
>
> *This report says that the old divisions between "management" (bosses) and "shop floor" (workers), will have to change if Australia is to keep up with the new technologies and methods of production used elsewhere. Much more co-operation and flexibility is needed between people who actually make the goods, and those who design the product, market it, and manage the company finances.*
>
> *Products now have to adapt at a much more rapid rate than ever before and tradespeople will have to be experts in their field as well as knowing what is needed in the whole industry. Workers' skills will become so specialised that supervisors won't be able to tell them what to do.*

Australia Reconstructed argues that workers will have to play a far more important role in the decision-making part of production. They will have to be given more responsibility in working out what will be produced and how it will be done. They will need to know the financial situation of their company in order to make accurate investment decisions. They will need to know about design and market trends in order to have a picture of what new products will have to be made - in short, the old "production-line" model of factories will need to be revolutionised, and new training schemes will have to be devised to keep pace with the changes demanded by the world economy.

Many employers will resist these proposals. They see them as a threat to their own power to make decisions, to make profits, to hire and fire as they choose, and to decide which products will be produced. Australia Reconstructed will certainly be a source of some dispute in years to come, and the AMWU will be in the forefront of the changes that will come from it.' (25)

This extract is quoted in full because it supports one of the fundamental contentions of this study: that workers must play a significant part in decision making about the extent and nature of on and off the job literacy, numeracy, and English language proficiency programs. The two most prominent and successful on-the-job programs of this kind, EWP and WBEP, are both committed to tripartite course planning.

WBEP establishes a Planning Group in each workplace. Students, employers, unions, and WBEP staff are represented. The Planning Group meets at approximately three month intervals to discuss the needs of the workplace. After interviews with workers, the Planning Group decides on the general aims of the program, prioritises courses, determines recruitment procedures, monitors the programs, and evaluates outcomes.

In his study of EWP, George Miltenyi found that both management and union support was essential for success. '*Union support and involvement was seen to be very important by teachers and some management. The following reasons were given: 'legitimising' attendance at classes, assisting teachers with curriculum development, ensuring that industrial conditions are not breached, and ensuring that work release, facilities, and the timing of courses are optimal.*' (26)

Policy guidelines for the accreditation of literacy providers should make union and management involvement in planning processes mandatory for on the job provision.

8.1 Recommendations

The following recommendations support the need for tripartite consultative processes at the workplace.

i That the development of a national language policy for industry include a requirement for a tripartite workplace consultative mechanism for all assessment, teaching and evaluation of courses.

ii That the accreditation of educational providers for literacy provision include a requirement for tripartite workplace consultative mechanisms for all assessment, teaching and evaluation of courses.

9 Resources for training

Objective eight of the TCF Working Party is *'to plan for the provision of required resources for the training and skill upgrading of TCF employees commensurate with the planned needs of the enterprise and industry.'* The draft agreement for the new metals award agrees that an appropriate study leave provision be inserted from 1st January, 1990.

Pressure from unions and governments on employers to contribute 2% of their payroll to training is growing. The imposition of a phased-in internal levy of that order on employers has now been recommended to the Federal Government by the Employment and Skills Formation Council, but has yet to receive Cabinet endorsement. Under this system enterprises will be free to spend the levy in any way they choose as long as they meet government guidelines for what constitutes training. Thus literacy and numeracy training would be counted towards the levy.

Employer bodies have argued strongly against a training levy of any kind on the grounds that market forces and award restructuring will force additional spending anyway, and the levy imposes a straight jacket of uniformity on all industries regardless of their different economic circumstances and degree of competition.

The Textile Clothing and Footwear Union Federation (TCFUF) advocates the establishment of an Industry Training Fund whereby each employer would spend 3% of the payroll in consultation with unions, on training. A portion of the 3% however should be forwarded to a tripartite industry training body which would liaise with governments, develop a national core curriculum, establish competency standards, accredit courses conducted on

the job, conduct competency testing, issue certificates recognised across industries, maintain the optimum quantity and quality of industry training by assisting in the design of training plans, approving training plans, monitoring the quality of training and ensuring that the proper amount of expenditure is made, and conduct or arrange group training for small firms unable to fund their own training through a 3% expenditure.

The TCFUF wants legislative underpinning for this arrangement on the grounds that voluntary provision of training by employers has failed.

A recent Confederation of Australian Industries survey '*showed that TCF industries had the lowest expenditure of all manufacturing industries at 1% compared with an average of 2.1%. It is an industry renowned for poaching (30% labour turnover), reliance on immigration (over 50% migrant workers), and low intake of ATS trainees despite huge union/government efforts.*' (27)

WBEP and EWP experience demonstrates that employers of larger workforces in the public and private sectors generally, and the metals industry in particular, have been willing to pay for workers' time spent in literacy, numeracy and English proficiency classes. However their willingness to pay teaching costs in addition to time off during working hours has yet to be tested. Those associated wtih EWP now suggest that employers should pay for teaching costs as well. WBEP maintains that the Victorian Government must continue to pay for teaching costs if headway is to be made per se in an area like clothing which has significantly more ground to cover than the metals industry, due to the gender segregation of the Australian workforce and past patterns of educational discrimination against women.

In any event all agree that national co-ordination to ensure consistency of approach, which includes policy for the funding of EWP and WBEP, professional and curriculum development, and accreditation of providers, should be funded by government.

10 Encouraging employee participation in skill formation

The ninth objective of the TCF Working Party is '*to encourage employees to participate in skill formation in order to support the needs of the industry and the enterprise consistent with an increasingly competitive environment.*' The proposed metals award supports this objective, but warns that changes must take account of the job security of workers, and the access of all affected workers to training and retraining opportunities.

The letter quoted at the beginning of this study points out that the writer, as a factory worker since the age of 14, had not previously had the opportunity to develop and use his latent literacy through a course designed for that purpose. The small ratio of one teacher to six students ensured they got enough individual attention, employees studying together felt 'comfortable' because they knew each other, and the students favoured a shorter more intensive time span for their clasess. All of these observations are pertinent to the encouragement of employees to participate in literacy and numeracy skills formation.

As discussed earlier, voluntary participation, open entry, and confidentiality are important elements in encouraging workers to participate in WBEP programs. This approach has been developed on the basis of considerable experience in workplace provision.

Miltenyi found that the rate of missed classes by EWP participants was 'unusually high' when they studied English in their own time as opposed to company time. Teachers generally hold the view that tuition '*outside work time increased pressures on participants and thus would not enhance the learning process.*' Where all workers were replaced on the job during their attendance at class, co-worker support was highest. Since '*co-workers were not placed under extra pressure during participants' absence at classes, but shared the benefits of improved communication resulting from EWP, they bore less resentment and were more likely to be supportive.*' Of the 48 respondents who assessed their co-workers as supportive, 42 said this support was important to them and *'teachers' observations would suggest that peer support does directly influence motivation to attend classes and learn.*' (28)

The migrant women surveyed by Crusca expressed a strong preference for classes made up of members from their own ethnic community and to be taught by a bi-lingual teacher from that ethnic community. Greek, Cambodian, and Vietnamese workers surveyed by Bottomley expressed a need for Health and Safety training in their own language.

Since literacy and numeracy are central to general skills formation and to a competitive base for Australian industry, on-the-job education must continue to be informed by these findings, and by further research. If skills audits are carried out in an objective and informed way, valuable insights into strategies to involve workers in skills formation will be acquired.

10.1 Recommendation

This recommendation is to facilitate the development of policies that encourage employee participation in skill formation through literacy and basic education provision.

i That the Commonwealth government fund an evaluation of employee participation in the CAE's WBEP and the AMEP EWP to determine the social and educational factors that support and enhance employee participation in such programs.

1 1 Criteria for measuring enterprise efficiency

In the TCF Working Party submission, objective ten was '*to have in place agreed criteria to measure enterprise efficiency during award restructuring.*'

Productivity increases will largely form the basis of agreed criteria to measure enterprise efficiency. But this should not be the only criteria. Miltenyi's study and WBE evaluation reports already contain evidence that literacy and basic education contribute to time saved as a result of better communication skills. However the relationship between literacy and attitudinal skills such as the ability of workers to cope with change, confidence, group and team skills, creativity, participation in decision making, consultative and negotiation skills, assertiveness, the planning and organisation of work, and understanding of the whole production process, is very close.

These factors make a significant contribution to an enterprise's capacity to compete on world markets and are being sought more vigorously by the Australian community. The relationship between human skills and productivity should be built in to measurement of enterprise efficiency, and be accompanied by research and evaluation of educational measures which contribute most effectively to their development.

Footnotes

1 *Restructuring Awards: English Language Training, ACTU Executive Decision* March 1989, p1

2 Ibid p2

3 *Improving Australia's Training System*, Minister for Employment, Education, and Training, AGPS p36-37

4 Peter Long,*Literacy for Productivity*: A Report for the Australian Council for Adult Literacy, April 1989 p37

5 Caroline King, *The Proposed Resturing of the Metal Industry award: The implications for the NSW Department of TAFE*, September 1987 (p15).

6 *ACTU Bulletin*, November 1988 p6

7 *Business Review Weekly* June 2 1989, p73

8 *Improving Australia's Training System*, op cit p37

9 J Kindler, N Jones, D Tout, *A Preliminary Adult literacy, Basic Education Needs Analysis*, Footscray College of TAFE, 1988

10 Australian Bureau of Statistics, *Overseas Born Australians* 1988, p86

11 P Fotiadis, *Greek Retrenched Workers*, p19

12 S Crusca, *Not a pastime - a necessity: a report on the educational needs of migrant women*. Melbourne, Migrant Resource Centre, 1987,p84

13 P Fotiadis, op cit, p39

14 National Labour Consultative Council, *Managing a MultiCultural Workforce: Suggested personnel practices for employers of immigrants*, 1987, Canberra, AGPS.

15 Peter Long, op cit, p19-21

16 *Industry skills in Australia*, op cit, p30-31

17 Adult Migrant Education Service, Untitled and undated introductory comment to ASLPR, Ministry of Education, Victoria

18 Alex Butler, *Lifelong Education Revisited*, Commission for the Future, 1989 p22

19 *Improving Australia's Training System*, op cit, p30

20 S Crusca, op cit

21 John Bottomley, *Industry Case Studies of OHS Information for NESB Workers: project report no 3*, Urban Ministry Network Inc,1988 p11

22 Metal Trades Federation of Unions, *Proposal for Establishing a New Metals Award*, December 1988, p22

23 Alex Butler, op cit, p15

24 ACTU Bulletin, November 1988, p6

25 *AMWU, The Facts, Figures, Past and Future of Australia's Biggest Blue Collar Union,* P16

26 George Miltenyi, *English in the Workplace: A Shrewd Economic Investment?* Office of Multicultural Affairs, 1989, p17

27 Textile, Clothing and Footwear Union Federation, *Industry Training in Australia the need for change. A response by the TCFUF,* April 1989, p2-3

28 George Miltenyi, op cit, p13-16

Appendix A

3: Objectives

The objectives of the Working Party include:-

1 The implementation of the Structural Efficiency Principle of the National Wage Case Guidelines of 12 August, 1988:

Structural Efficiency

Increases in wages and salaries or improvements in conditions allowable under the National Wage Case decision of 12 August 1988, shall be justified if the union(s) party to an award formally agree(s) to co-operate positively in a fundamental review of that award with a view to implementing measures to improve the efficiency of industry and provide workers with access to more varied, fulfilling and better paid jobs. The measures to be considered should include but not be limited to:-

- establishing skill-related career paths which provide an incentive for workers to continue to participate in skill formation

- eliminating impediments to multi-skilling and broadening the range of tasks which a worker may be required to perform.

- creating appropriate relativities between different categories of workers within the award and at enterprise level

- ensuring that working patterns and arrangements enhance flexibility and the efficiency of the industry

- including properly fixed minimum rates for classifications in awards, related appropriately to one another, with any amounts in excess of these properly fixed minimum rates being expressed as supplementary payments

- updating and/or rationalising the list of respondents to awards

- addressing any cases where award provisions discriminate against sections of the workforce(Print H4000).

2 The two principle objectives of this process are:

- to create skill-related career paths to meet the needs of employees and employers in TCF industries and enterprises, and to provide access to more varied, fulfilling and better paid jobs

- to review the Awards to establish working patterns, conditions and arrangements which ensure that flexibility and efficiency are reflected in Awards and/or enterprise agreements

3 To replace the existing multiplicity of occupational classifications in the TCF awards with a reduced set of appropriately and clearly titled and defined skill levels which are, as far as practicable, consistent across the three awards, and to identify the entry requirements for each skill level.

4 To examine the skill/training needs of the industry, both at enterprise and industry level, and then to establish appropriate training plans and identify the training system, training syllabus and curriculum, and on and off the job training provisions consistent with the restructured TCF awards.

5 To establish an agreed procedure for the transition from the old TCF Awards to the new TCF Awards including the means by which existing TCF employees are properly positioned within the new skill grades.

6 To negotiate rates of pay for each skill level and appropriate incremental scale within each skill level.

7 To establish ongoing workplace employer-employee consultative mechanisms with a supportive framework.

8 To plan for the provision of the required resources for the training and skill upgrading of TCF employees commensurate with the planned needs of the enterprise and industry.

9 To encourage employees to participate in skill formation in order to support the needs of the industry and the enterprise consistent with an increasingly competitive environment.

10 To have in place agreed criteria to measure enterprise efficiency during the award restructuring.

11 To reduce the number of unions in any one enterprise.

REPORT OF THE JOINT TCF AWARD RESTRUCTURING WORKING PARTY TO AUSTRALIAN CONCILIATION AND ARBITRATION COMMISSION - 7 OCTOBER, 1988, Page 5-6

Appendix B

Table 2 Clothing Trades Award

TITLE	SKILL LEVEL	ENTRY POINTS	TRAINING UNDER-TAKEN
TRAINEE	Single, repetitive functions	Trainee, school leaver Yr 10	Traineeship
CLOTH-ING WORKER LEVEL1	Exercises base grade skills: 1-2 tasks with supervision, simple, repetitive tasks, responsible for own quality.	Trainee, Yr 11 Adult trainee, over-seas trained.	600 hrs of broad based training, or if entered as trainee 300 hrs of broad - based training.
CLOTH-ING WORKER LEVEL 2	Undertaking multiple taskes, responsible for own quality.	Level 1, Overseas trained.	300 hrs of further training building on that received as a Level 1, broad and deep in specifice areas.
CLOTH-ING WORKER LEVEL 3	Integrated multiple operation task. Own organisation and problem solving. Self motivated. Responsible for quality of own task. Limited set up, diagnosis and maintenance of equipment operated by the worker.	Level 2, overseas trained, school leaver Yr 10,11 or 12 and engaged as an apprentice.	1200 hrs of trade training or if entered from Level 2, 300 hrs of further training.
SKILLED CLOTH-ING WORKER, LEVEL 4	As for 3 and requiring detailed technical knowledge and under-standing of technical principles in tasks and problem solving, responsibility of quality control, works without supervision, re-quires knowledge of total produc-tion systems.	Level 3, overseas trained. Cadet: Yr 12 or equivalent. Pre-employment trained (TAFE).	1500 hrs of trade and tech-nical training, or if entered from Level 3, a further 300 hrs.
TECH-NICIAN, LEVEL 5	Group responsibility, specialist tasks.	Level 4, overseas trained, pre-employ-ment trained (TAFE)	1800 hrs of technical train-ing or if entered from Level 4, 300 further hours.
TECHNI-CAL OF-FICER LEVEL 6	Responsibility for organising production/people; decision making/problem solving, quality. Creativity, designing, planning. Highest qualifications, highly flexible, knowledge of all other work, understanding marketing, having industry experience.	Level 5, overseas trained. Pre-employ-ment trained.	300 hrs additional training or 2100 hrs as required by diploma course.
DIPLOMA			

Appendix C

2.1 METAL INDUSTRY AWARD

Draft Classification Structure for New Metals and Engineering (Federal) Award

GRADES	QUALIFICATIONS or EQUIVALENT	CURRENT STRUCTURE (Examples Only)	RATES
~~Gr 1 Production or Engineering Worker~~	~~Traineeship~~		
Gr 2 Production or Engineering Worker	3-6 mths. Induction 35 hrs In House Training		
Gr 3 Production or Engineering Worker	100 hrs. Training In House	Press Operator Labourer	
Gr 4 Production or Engineering Worker	200 hrs. Training or Adult Apprenticeship	Machinist, 2nd Class	
Gr 5 Production or Engineering	400 hrs. Training or Adult Apprenticeship	Rigger	
Gr 6 Tradesperson B *	Trade Certificate	Trades person	
Gr 7 Special Class Tradespersons B *	Post Trade Training	Special Class Trades/ Detail Draughtsman	$60.00
Tradesperson 2 *	200 hrs Post Trade Training	Patternmaker/ Toolmaker Detail Draughtsman	$40.00
Tradesperson 1 B *	100 hrs Post Trade Training	Technical Assistant	$20.00
Gr 8 Advanced Trade 3 B *			$120.00
Advanced Trade 2 B *	Advanced Certificate	Technician/Production Supervisor/Electronic Trades	$100.00
Advanced Trade 1 B *	1st Yr Advanced Certificate	Electronic Trade	
Gr 9 Technical - A Officer 2	Associate Diploma		
Technical Officer 1	3rd Year Assoc Diploma	Technical Officer Supervisor Trades	$140.00

2.1 METAL INDUSTRY AWARD

GRADES	QUALIFICATIONS or EQUIVALENT	CURRENT STRUCTURE (Examples Only)	RATES
Gr 10 Engineer 4	Degree	Engineer C	
Engineer 3	Degree (8th Year)	Engineer B	
Engineer 2	Diploma (6th Year)	Principal Technical Officer	
Engineer 1-A	Diploma (5th Year)	Leading Technical Offficer/General Foreman	

A Further discussions with APEA/Professional Scientists

B * Further discussions necessary in terms of highest skilled operative grades.

Draft ACTU Blueprint for changing Awards and Agreements. Discussion Paper p 10-11